

Message Text

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TO ALL DIPLOMATIC POSTS

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AMEMBASSY SUVA

C O N F I D E N T I A L STATE 169759

FOLRPT GENEVA 4905 ACTION SECSTATE JUN 23

QUOTE: C O N F I D E N T I A L GENEVA 4905

DEPT PASS ALL DIPLOMATIC POSTS

PASS LABOR FOR SECRETARY USERY AND SEGALL

E.O. 11652: N/A

TAGS: ILO, PORG

SUBJECT: INTERNATIONAL LABOR CONFERENCE, JUNE 2-24

1. BEGIN SUMMARY: 61ST SESSION OF ILC MARKED THROUGHOUT BY
COOPERATION OF IMEC GROUP IN SUPPORT OF US POSITIONS;
THERE WERE MODEST SUCCESSES IN ACHIEVING US OBJECTIVES AND
A FEW SETBACKS FOR THE COMMUNIST COUNTRIES AND THE GROUP OF 77.
ON POLITICAL ISSUES, CONFERENCE DECLINED TO CONSIDER THREE
RESOLUTIONS INTRODUCED BY COMMUNIST WORKERS IN DEFIANCE OF
MORATORIUM ON RESOLUTIONS; THREAT OF GROUP OF 77 TO CALL
FOR CONSTITUTIONAL CONVENTION "TO DEMOCRATIZE ILO" DID NOT
MATERIALIZE; AND COST OF NEW GS SALARY SCALE WILL BE ABSORBED
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BY BUDGET ECONOMIES. IN KEY COMMITTEE ON APPLICATION OF

CONVENTIONS, USSR WAS CRITICIZED IN "SPECIAL PARAGRAPH" FOR UNSATISFACTORY WAY IN WHICH IT IMPLEMENTS ILO CONVENTION ON FORCED LABOR (29); AND DISCUSSION OF CONVENTION ON FREEDOM OF ASSOCIATION (87) GAVE ACCURATE PICTURE OF DOMINATION OF SOVIET "TRADE UNIONS" BY COMMUNIST PARTY. THUS STAGE HAS BEEN SET FOR POSSIBLE STRONGER ACTION AGAINST SOVIETS NEXT YEAR. ON TECHNICAL SIDE OF CONFERENCE, FIRST READINGS OF PROPOSALS IN FIELD OF NURSING PROFESSION AND IN ENVIRONMENTAL SAFETY CONCLUDED THAT FOR NURSING, RECOMMENDATION (NOT CONVENTION) WAS APPROPRIATE; THE COMMITTEE ON WORKING ENVIRONMENT PRODUCED A DRAFT CONVENTION AND SUPPLEMENTARY RECOMMENDATION; THE WORK OF BOTH COMMITTEE WILL BE REVIEWED AT THE 1977 ILS SESSION. COMMITTEE ON TRIPARTITE MACHINERY ADOPTED DRAFT OF CONVENTION AND RECOMMENDATION WHICH NOW GOES TO ILO MEMBER COUNTRIES FOR RATIFICATION. END SUMMARY.

2. RESOLUTIONS--WITH EXCEPTION OF THREE RESOLUTIONS SUBMITTED BY COMMUNIST WORKERS, ALL OTHER ILC DELEGATES ADHERED TO PLEA OF DIRECTOR-GENERAL THAT NO RESOLUTIONS BE SUBMITTED IN ORDER THAT FULL AGENDA OF ILC ANJ WORLD EMPLOYMENT CONFERENCE COULD GO ON AT SAME TIME. RESOLUTIONS COMMITTEE DID NOT CONSIDER SUBSTANCE OF THE THREE RESOLUTIONS (ONE RESOLUTION CONDEMNED CHILEAN GOVERNMENT FOR VIOLATION OF HUMAN AND TRADE UNION RIGHTS) BUT RECOMMENDED CONFERENCE PASS THEM TO ILO GOVERNING BODY FOR INFORMATION. COMMITTEE ACTION MADE POSSIBLE BY (1) REFUSAL OF FREE WORLD TRADE UNION MEMBERS TO PARTICIPATE IN COMMITTEE WORK; AND (2) REFUSAL TO PARTICIPATE IN SUBSTANTIVE CONSIDERATION OF RESOLUTIONS BY ALL BUT THREE MEMBERS OF EMPLOYERS GROUP (USSR, HUNGARY AND SUDAN) AND BY MAJORITY OF GOVERNMENT MEMBERS OF COMMITTEE, INCLUDING A SIGNIFICANT NUMBER OF THOSE FROM THIRD WORLD. GOVERNMENT ACTION LED BY US AND IMEC (INDUSTRIALIZED MARKET ECONOMY COUNTRIES) GROUP. COMMITTEE DECISION INTENDED TO BE FACE SAVING DEVICE FOR COMMUNISTS, BECAUSE WITHOUT SUBSTANTIVE CONSIDERATION IN COMMITTEE, RESOLUTIONS WOULD ALMOST CERTAINLY HAVE DIED IN PLENARY FOR LACK OF QUORUM.

3. COMMITTEE ON STRUCTURE--EXPECTED ATTEMPT BY GROUP OF 77
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TO CALL FOR "CONSTITUTIONAL CONVENTION" TO BREAK DEADLOCK ON REFORM OF ILO STRUCTURE DID NOT MATERIALIZE. INSTEAD, ASIAN MEMBERS OF GROUP OF 77 INTRODUCED MORE MODEST PROPOSALS AND COMMITTEE RECOMMENDED THAT MANDATE OF WORKING PARTY ON STRUCTURE BE EXTENDED IN ORDER TO CONTINUE DISCUSSION. RELATIVELY MODEST STANCE OF GROUP OF 77 REFLECTS THEIR OWN INTERNAL DIVISIONS, AND INFLUENCE OF OPPOSITION OF EMPLOYERS AND MANY WORKER DELEGATES TO THEIR PROPOSALS.

COMMITTEE ALSO RECOMMENDED THAT FOLLOWING POINTS (ON WHICH AGREEMENT HAD BEEN REACHED LAST YEAR AT THIRD SESSION OF WP ON STRUCTURE) SHOULD BE SENT TO GOVERNING BODY FOR ADOPTION OF AMENDMENTS TO STANDING ORDERS OF ILO CONFERENCE AND GOVERNING BODY:

- (1) REPORTS FROM THE GB AND DG;
- (2) DISCUSSION OF PROGRAM AND BUDGET;
- (3) PROCEDURE FOR FIXING AGENDA OF CONFERENCE.

COMMITTEE ALSO SAID "AT THE APPROPRIATE TIME" THOSE PARTS OF CONSTITUTION AND STANDING ORDERS REFERRING TO APPOINTMENT OF DG (ARTICLE

8 OF CONSTITUTION; ARTICLE 13 BIS OF STANDING ORDERS) SHOULD BE AMENDED, AND COMMITTEE PROPOSED TEXT WHICH WOULD SUBMIT APPOINTMENT OF DG BY GOVERNING BODY TO CONFERENCE FOR APPROVAL.

4. APPLICATION OF CONVENTIONS--COMMITTEE PROCEEDINGS MARKED BY SUPPORT OF US POSITION BY IMEC GOVERNMENT MEMBERS AND LACK OF SUPPORT FOR USSR AND EE GOVERNMENTS FROM THIRD WORLD. CRITICISMS OF WAY IN WHICH USSR IMPLEMENTS ILO CONVENTIONS ON FORCED LABOR AND FREEDOM OF ASSOCIATION AND WAY IN WHICH CHECHS VIOLATED CONVENTION ON DISCRIMINATION (111) HAVE LAID BASIS FOR POSSIBLE STRONGER ACTION BY COMMITTEE NEXT YEAR. COMMITTEE SUPPORTED US VIEWS THAT (1) RATIFICATION OF ILO CONVENTIONS IS NOT END IN ITSELF BUT MEANS OF PROMOTING SOCIAL PROGRESS; (2) EMPHASIS SHOULD BE ON MAXIMUM OBJECTIVITY IN ASCERTAINING UNIFORM COMPLIANCE BY ALL COUNTRIES TO CONVENTIONS THEY HAVE RATIFIED. COMMITTEE ALSO AGREED TO RETAIN SPECIAL LIST CRITERIA AND PROCEDURES UNCHANGED, ALTHOUGH THIS DECISION LIKELY TO BE REOPENED AT 1977 CONFERENCE. THREE OTHER POINTS NOTEWORTHY: (1) ALTHOUGH SOVIETS NOT PUT ON SPECIAL LIST, "SPECIAL PARAGRAPH" SHARPLY REQUESTS USSR GOVERNMENT "TO COME

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GRIPS WITH THE SPECIFIC QUESTIONS RAISED BY THE COMMITTEE OF EXPERTS" ON SOVIET IMPLEMENTATION OF FORCED LABOR CONVENTION; (2) THOROUGH DISCUSSION (RECORDED IN COMMITTEE PROCEEDINGS UNDER FREEDOM OF ASSOCIATION CONVENTION) OF DOMINATION OF SOVIET "TRADE UNIONU" BY COMMUNIST PARTY SUGGESTS COMMITTEE MAY EITHER CITE SOVIETS NEXT YEAR OR DEVOTE SPECIAL PARAGRAPH TO THEM; AND (3) RECORD ALSO SHOWS COMMITTEE INTENDED TO PLACE CZECHOSLOVAKIA ON SPECIAL LIST FOR VIOLATION OF CONVENTION ON DISCRIMINATION (111) BUT FAILED TO DO SO BECAUSE OF MISUNDERSTANDING ON PART OF CHAIRMAN (CHILE WAS PUT ON SPECIAL LIST FOR POLITICAL DISCRIMINATION IN EMPLOYMENT).

5. FINANCE-COMMITTEE APPROVED SUPPLEMENTARY BUDGET OF OVER DOLS. 16 MILLION TO COVER EXPENSES OF EXCHANGE RATE

FLUCTUATION AND MANDATORY REPLENISHMENT OF WORKING CAPITAL FUND. U.S. AND MOST OTHER GOVERNMENTS INSISTED THAT DOLS. 4.8 MILLION, COST OF NEW GS SALARY SCALE, BE ABSORBED BY BUDGET ECONOMIES. IN CLOSING SESSION, COMMITTEE FORWARDED TWO RESOLUTIONS TO CONFERENCE WITH RECOMMENDATION THAT CONFERENCE SEND THOSE RESOLUTIONS TO ILO GOVERNING BODY FOR CONSIDERATION. FIRST RESOLUTION WAS SOVIET PROPOSAL TO USE GEOGRAPHICAL QUOTAS IN RECRUITING ILO STAFF; SECOND RESOLUTION, SPONSORED BY GROUP OF 77, PROPOSED TO DEVOTE SUBSTANTIAL PORTION OF FUTURE ILO BUDGET TO PROJECTS IN THIRD WORLD.

6. TRIPARTITE MACHINERY-COMMITTEE AMENDED TITLE OF BOTH CONVENTION AND RECOMMENDATION TO READ "TRIPARTITE CONSULTATION" TO PROMOTE IMPLEMENTATION OF INTERNATIONAL LABOR STANDARDS. U.S. AMENDMENT TO ARTICLE 1 OF CONVENTION WAS ACCEPTED; APPROVED TEXT DEFINES "REPRESENTATIVE ORGANIZATIONS" IN TERMS OF ORGANIZATIONS WHICH ENJOY RIGHTS OF FREEDOM OF ASSOCIATION. ON PLENARY FLOOR YUGOOSLAVIA (SUPPORTED BY ALGERIA, MEXICO, INDIA, CHAD, SUDAN, AND OTHERS) TRIED TO AMEND ARTICLE 1 TO INCLUDE ORGANIZATIONS REPRESENTATIVE OF "UNDERTAKINGS" AS WELL AS OF EMPLOYERS. YUGOSLAV AMENDMENT FILED FOR LACK OF QJQORUM (86-10-196).

7. WORK IN COMMITTEES ON NURSING PERSONNEL AND WORKING ENVIRONMENT PROCEEDED SMOOTHLY AND WITHOUT CONFIDENTIAL

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POLITICAL DIFFICULTIES. DRAFT PROPOSALS BOTH COMMITTEES WILL BE REVIEWED AT 1977 SESSION OF ILC. ABRAMS

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